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ABSTRACT

State mandates for teacher professional development and continuing education, and funding for those mandates are a high profile topic in the North Central region. Examination of specific state requirements for professional development, the relationship among professional development, teacher certification, and continued employment, and direct state payments to teachers for professional development are critical to better understand state policy. The study investigated what funds were available for professional development from state and federal sources in the various states; how those funds were allocated to intermediate entities and local districts; and what requirements were imposed by the states for the expenditure of the funds. An analysis of six states (Illinois, Indiana, Iowa, Michigan, Minnesota, and Ohio) indicates that some states used intermediate school districts or intermediate service agencies for the design and delivery of teacher professional development. Most states had continued certification requirements that had to be met for continued employment in the state. Six patterns emerge as researchers examine state responses regarding issues making up the policy context for state-funded teacher professional development. Policymakers need to ask how instrument will translate into desired school outcomes, and what types of policy mechanics will best serve their purposes. (Contains 15 references.) (SM)



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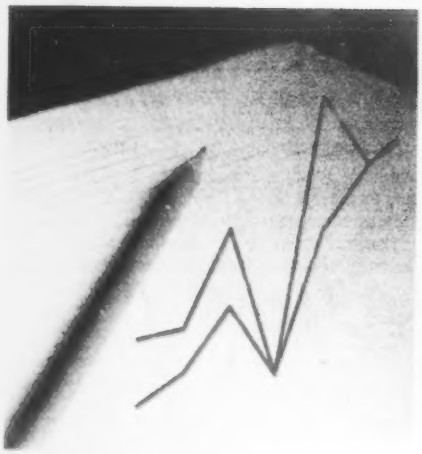

# STATE PROGRAMS FOR FUNDING TEACHER PROFESSIONAL DEVELOPMENT

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# State Programs for Funding Teacher Professional Development

August 1999

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## Contents


Executive Summary 1

Introduction to the Study 3

Teacher Professional Development as a State Policy Instrument 4

Teacher Professional Development Policy From a Political Systems Perspective 5

Study Methodology 6

Survey Findings 7

- The Policy Context for Teacher Professional Development 7
- State Funding for Teacher Professional Development 10
- Federal Funds for Teacher Professional Development 11

Themes and Policy Questions From the Study 11

Conclusions 13

References 13

Appendix 14

# Executive Summary

## Introduction

This study had its genesis in a meeting on educational policy issues, convened by the North Central Regional Educational Laboratory (NCREL) in August 1998. The meeting was attended by staff from the state legislatures, governors' offices, and state departments of education in the North Central Region. It was clear from the discussions that teacher professional development was a high-profile topic. There were questions about how the various states funded teacher professional development and what the proper level of funding and the proper mix of state and local funds to support teacher professional development should be.

In order to reach a better understanding of the state policy context for professional development, the study asked states to provide information about state mandates for teacher professional development and continuing education and about the funding of those mandates. These questions addressed issues of specific state requirements for professional development; asked about the relationship among professional development, teacher certification, and continued employment; and sought information about direct state payment to teachers for professional development and state requirements for time allocated to professional development.

The finance portion of the study was organized around the following research questions:

1. What funds are available for professional development from state and federal sources in the various states?
2. How are these funds allocated to intermediate entities and local school districts?
3. What requirements are imposed by the states for the expenditure of these funds?

The results reported in this study are organized around an analysis of six of the seven states in the NCREL region: Illinois, Indiana, Iowa, Michigan, Minnesota, and Ohio. Wisconsin chose not to respond. The analysis of the North Central states is enhanced by data from the other states outside the region, which provided complete data: California, Florida, Georgia, Idaho, Missouri, Nebraska, New Hampshire, New York, Oregon, Rhode Island, South Dakota, Tennessee, and Texas. Louisiana provided incomplete data, but the information is included here.

## Survey Findings

- Some states reported using intermediate school districts or intermediate service agencies for the design and delivery of teacher professional development.
- Most states also reported having continued certification requirements that must be met for continued employment in the state. The typical requirement was that each teacher needed to complete a specified number of graduate credit hours, or the equivalent, each year or over a certain period of years.

As we examined state responses regarding issues that make up the policy context for state-funded teacher professional development, we identified six patterns:

1. For the most part, state requirements for school districts or schools to develop professional development plans were underused as a policy mechanism for school change.
2. Regionalization of state services was linked to a more direct state role in professional development.
3. State policy on ongoing teacher certification is in flux.
4. Alternative certification is still widely used.
5. States rarely provide special subsidies for professional development.

6. Release days were most often built into state financial systems. In general, states did not seem to play an active role in mandating and supporting teacher professional development resources in a general policy way.

An analysis of the state funding programs for teacher professional development both within the North Central Region and among the other states yields five tentative conclusions:

1. It is difficult to determine just how much states spend on teacher professional development in most cases.
2. There is tremendous variation among the states in the number and kinds of state-funded teacher professional development programs and in the funding levels.
3. It is not clear that a great deal of state funding is directed primarily at the comprehensive and systematic professional development of teachers at the local level.
4. State-funded programs focused directly on teacher professional development are likely to be targeted on fairly narrow curricular areas.
5. The role of regional education agencies or intermediate education service units needs further exploration.

## Conclusions

In order to have a direct impact on improving teacher quality, many states are developing and implementing new state-funded programs for teacher development. This trend raises many questions for state policymakers. Foremost among these questions is How will increased state funding for teacher development lead to improved student performance? Policymakers need to ask how such an investment will translate into desired school outcomes, how these outcomes will be measured, and how much time it will take before measurable results will be available. Also, consideration needs to be given to what types of policy mechanisms will best serve these purposes. States might use authoritative policy outputs that provide mandates for directed programs or actions, or they might use associated outputs, which offer incentives, rewards, and favors for desired behavior. Some combination might also be used, but forethought needs to be given to both the intended and unintended consequences of public policy in this regard.

# State Programs for Funding Teacher Professional Development

## Introduction to the Study

Recent commentaries on education reform have increasingly focused on teacher quality as a critical factor in improving student performance in elementary and secondary schools. Everyone agrees that high-quality teachers produce better results (Card & Krueger, 1996; Ferguson, 1991; Ferguson & Ladd, 1996; Murnane, 1991; Murnane & Levy, 1996; Wenglinsky, 1997).

Teacher quality can be addressed in at least two ways. The first is through reforms in the ways in which teachers are initially prepared for service: teacher education programs, teacher certification and licensure processes, teacher induction programs, and similar efforts. The second way is through reforms in the professional development of teachers now in service. The latter approach offers the advantage of working toward improving the instructional capabilities of both new and experienced teachers.

Professional development efforts for teachers can have a more immediate impact than teacher education programs in enhancing the knowledge and skills of the approximately three million public school teachers in the United States today. For the purposes of this study, we define teacher professional development as those state programs designed to prepare teachers for improved performance by enhancing their knowledge, skills, and motivation to improve learning for all students. Such programs might involve services offered through state professional development offices or intermediate education agencies, state programs to subsidize graduate education for teachers, or other state-administered or state-funded categorical programs for professional development. In considering the context of state programs for teacher professional development, we distinguish between two approaches: state department of education or other state-funded categorical programs that provide direct funding for purposes of teacher professional development, or state mandates for teacher professional development that may be funded by local schools and school districts or by teachers themselves.

The professional development of teachers raises some important policy questions concerning the responsibility, funding, and sponsorship of programs. Should the major responsibility for professional development rest with the state, the local school district, the individual school, or the teacher? Who should pay? How much should be invested? Should teacher professional development be accomplished through mandates and administrative rules and regulations or through an incentive system? To what extent should teacher professional development be aligned with other policy initiatives, such as school improvement plans, state standards and assessment programs, and academic watch lists? Do professional development programs satisfy access and equity considerations among teachers and school districts? In addition to these concerns, questions must also be raised about the content and delivery of professional development programs for teachers.

This study had its genesis in a meeting on educational policy issues, convened by the North Central Regional Educational Laboratory (NCREL) in August 1998. Staff from the state legislatures, governors' offices, and state departments of education in the North Central Region attended the meeting. It was clear from the discussions that teacher professional development was a high-profile topic. There were questions about how the various states funded teacher professional

development and what the proper level of funding and the proper mix of state and local funds to support teacher professional development should be.

However, before discussing the results of the study, it is useful to examine the historical and political context of professional development as a state policy instrument.

## Teacher Professional Development as a State Policy Instrument

An enduring concern in American education has been the quality of the teaching force. Its contemporary manifestation is perhaps best voiced by Darling-Hammond (1997), who wrote: "Teaching *all* children for high levels of understanding will require more intensive teacher training, more meaningful licensure systems, and more thoughtful professional development" (p. 334). Horace Mann took the same position and argued that for the common schools to be successful, they must employ well-prepared teachers who would use the best and most up-to-date methods (Karier, 1986). From at least the mid-nineteenth century on, the proper preparation and continuing education of teachers has been a critical state education policy concern.

One of the earliest mechanisms for providing for teacher quality was the teacher institute, often funded by the state but implemented at the county or local level. The idea of teacher training institutes began in the mid-nineteenth century in Connecticut and passed to New York, and then on to the Midwest, where it was particularly prevalent in rural areas, which at that time meant most of the Midwest. In 1855, both the Michigan and Ohio legislatures had made modest appropriations to fund teacher institutes (Fuller, 1982). The typical teacher institute was funded by the state and controlled by county superintendents. It was held for a few days in the summer at the county seat for the initial training of new teachers and the renewal or updating of skills and knowledge for veteran teachers. What we would now term teacher preparation and teacher professional development were combined in one institution, created through state policy and funded by the state.

As the attempts to professionalize teaching continued, there was increasing dissatisfaction with the perceived low quality of the instruction at the teacher institutes (Theobald, 1995). As early as 1852 in Michigan and 1857 in Illinois, states began to establish state-supported professional teacher training schools, called normal schools, for the training and continuing education of teachers. By 1876 all the Midwestern states except Ohio had state normal schools (Fuller, 1982). Normal schools prepared not only new teachers, but also masses of experienced teachers who returned during the summer for additional study. State normal schools remained the dominant form of teacher preparation and professional development through the Great Depression.

After the Second World War, many normal schools either closed or evolved into teachers colleges and then into state universities. The universities were far more autonomous than the normal schools and (after a century of direct state control of teacher education and continuing professional education) they began to dominate the direction of teacher quality. University laboratory schools, with their typical research orientation, played a large role in teacher education and in the continuing education of teachers. Professional development of teachers fell under the control of the universities and replaced the school orientation of the normal school with the discipline and research orientation of the university (Cremin, 1988).

Over the course of a century or so, policy mechanisms to improve the quality of teachers for the public schools passed from the states to the universities and professional organizations. Recent concerns about the quality of the American teaching force has caused states to want to become more directly involved again in efforts to improve teacher quality.

In many cases, states desire to take back control over teacher quality from the various other institutions that have come to dominate teacher quality issues. However, the state policy mechanisms of the nineteenth and early twentieth centuries are no longer available and would not be appropriate if they were. The policy environment has changed and public education has been transformed in many ways.

## Teacher Professional Development Policy From a Political Systems Perspective

A classic view of politics is who gets what, when, and how (Lasswell, 1958). Public policy is the result of the political process. Therefore, state policy toward teacher professional development and state funding to support it is the result of the state political process. To help us understand who gets what, when, and how in terms of teacher professional development policy, we need a model. One such model is a political systems approach (Dye, 1972; Easton, 1965, 1979). In the most simplified version of this model, to understand policy we must consider inputs such as demands on the political system and environmental support for policy, the political system itself, and the outputs of the political system in terms of decisions and actions (Dye, 1972; Easton 1979). We would add to this model the societal outcomes of policy, which we would distinguish from outputs.

The demand for state policies and funding programs for teacher professional development stem from a recognition that increased teacher quality is a critical component for improved student performance in American schools. Recent research on the relationship between resource allocation in schools and student performance strongly suggests that high-quality instruction and well-qualified teachers are key factors in student success (Card & Krueger, 1996; Ferguson & Ladd, 1996; Murnane, 1991; Murnane & Levy, 1996; Wenglinsky, 1997). These research findings take on greater power because they coincide with and reinforce the experience and common-sense beliefs about schools held by policymakers and the public alike.

Within the political system itself, support for state programs for teacher professional development is more feasible during a period when most states are experiencing increasing revenues because of robust economies. State funding for teacher professional development requires allocation of new funds rather than the reallocation of existing funds from other sources. Teachers welcome new funds for their own professional development and advancement, and the business community understands the logic of human resource development for systemic improvement.

Easton (1979) describes two kinds of policy outputs: authoritative outputs (which include binding decisions and actions, such as laws, orders, and mandates) and nonauthoritative or associated outputs (which take the form of policies, rationales, benefits, favors, and incentives). In the realm of state teacher development policy, authoritative outputs often take the form of mandates for teacher certification and continued licensure, required teacher institute days, and mandated district- and school-level professional development plans. Associated outputs might take the form of competitive state grant programs for professional development, voluntary teacher development opportunities offered by the state or its intermediate educational service agencies, tuition-subsidy programs for teacher graduate study, or block grants for teacher development. Feedback on the impact of outputs is important for policymakers in determining future support. Easton (1979) notes that heterogeneous outputs tend to produce heterogeneous responses. Conversely, homogenous outputs produce homogenous responses. For example, different types of policy outputs might be selected depending on whether the policymaker was interested in ensuring broad compliance with teacher development goals or in fostering innovation and experimentation in teacher

development programs. A complicating factor in determining the value of policy outputs is the time lag between policy output, implementation, and feedback concerning the impact of policy.

A further complexity in the policy process is that policy output does not equal outcomes. If the desired outcome of state-funded programs of teacher development is improved instruction, then the relationship between teacher development and improved student performance must be addressed. The issue also involves knowing how teacher quality improves student performance and in what circumstances and under what conditions. If state funding for teacher professional development is to be a sound investment, then it seems that there must be some discernible improvement in student performance as a result.

Demands for improved teacher quality result from an interest in improving the performance of students in American schools. Those people designing policies intended to improve teacher quality through teacher professional development need some mental model of how teacher professional development can best be accomplished and how it will improve instruction and performance. Consequently, decisions need to be made about whether new professional development policies rely on binding decisions and actions or incentives, favors, and benefits, and what action each is supposed to invoke. Also, policymakers need to have a time frame in mind for when the intended results will be measurable. These issues and questions provide a framework for consideration of policy options.

## Study Methodology

This study was designed and implemented by James G. Ward, University of Illinois at Urbana-Champaign, and Edward P. St. John, Indiana University. Research Partners and Sabrina Laine, North Central Regional Educational Laboratory (NCREL), did the basic data collection. Ward and St. John and their associates at the University of Illinois at Urbana-Champaign and Indiana University provided the analysis and description of the data, with significant input by Laine and her NCREL colleagues.

In order to reach a better understanding of the state policy context for professional development, the study asked states to provide information about state mandates for teacher professional development and continuing education and about the funding of those mandates. These questions addressed issues of specific state requirements for professional development; asked about the relationship among professional development; teacher certification, and continued employment, and sought information about direct state payment to teachers for professional development and state requirements for time allocated to professional development.

The finance portion of the study was organized around the following research questions:

1. What funds are available for professional development from state and federal sources in the various states?
2. How are these funds allocated to intermediate entities and local school districts?
3. What requirements are imposed by the states for the expenditure of these funds?

Initially, all 50 state departments of education were contacted by Research Partners to collect selected data on teacher professional development by means of a telephone survey. When the task became too complicated in some states for a straightforward telephone survey, a paper survey was sent by facsimile. Follow-up telephone conversations were then used to secure complete data. Responses were received from 19 states.

The results reported in this study are organized around an analysis of six of the seven states in the NCREL region: Illinois, Indiana, Iowa, Michigan, Minnesota, and Ohio. Wisconsin chose not to respond. The analysis of the North Central states is enhanced by data from the other states outside the region that provided complete data:

California, Florida, Georgia, Idaho, Missouri, Nebraska, New Hampshire, New York, Oregon, Rhode Island, South Dakota, Tennessee, and Texas. Louisiana provided incomplete data, but the information is included here.

## Survey Findings

### The Policy Context for Teacher Professional Development

Professional development financial data by itself is not as meaningful as analyzing it in the context of state policies, requirements, and practices. This section discusses that policy context.

#### *State Mandates and Mechanisms*

Some states reported using intermediate school districts or intermediate service agencies for the design and delivery of teacher professional development. In the North Central Region, Illinois and Iowa require intermediate service agencies to develop plans for teacher professional development. Iowa requires local school districts to develop annual plans. No state in the region reported requirements for schools to develop such plans. Iowa reported having draft rules for local school districts to address teacher professional development aligned with priorities and standards. In addition, professional development is required as part of the district's comprehensive school improvement plan. Minnesota requires local school districts and schools to establish professional development plans aligned with district goals through staff development committees and to provide financial support by dedicating 1 percent of base funding. Half of the district funds must be allocated at the school-site level.

Outside of the North Central Region, a number of states reported that they require intermediate service agencies to develop plans for teacher professional development. These state are California, Missouri, New Hampshire, New York, Texas, and Oregon. Ten states reported requiring local school districts to develop annual plans for teacher professional development (California, Florida, Georgia, Idaho, Missouri, New York, Oregon, Rhode Island, Tennessee, and Texas). No such requirements exist in Nebraska, New Hampshire, and South Dakota. Missouri, New York, Oregon, Rhode Island, and Texas also imposed such requirements on individual schools.

Texas, Oregon, and Missouri reported that intermediate agencies work with local school districts in developing teacher professional development plans. In Texas the 20 Educational Service Centers require annual district plans for teacher training and assistance. The same is true in Oregon through its Educational Service Districts and in Missouri through its Regional Professional Development Centers. Florida requires each school district to develop and annually approve a "master plan for inservice educational training." This plan is based on extensive assessment of need, must include professional development activities in a wide variety of areas, and is funded according to a state formula that specifies a percentage of the base student allocation that must be devoted to professional development. Georgia reports that it requires a comprehensive school district plan for teacher professional development; and Tennessee reports that local districts must develop plans locally under state guidelines that call for five days of teacher inservice training. In Rhode Island, local school district committees must develop an annual professional development plan for state funding. In Tennessee and Missouri, local school plans for teacher professional development must be part of school improvement plans.

#### *Teacher Professional Development and Teacher Certification and Employment*

Within the North Central Region, Indiana, Iowa, Michigan, Minnesota, and Ohio all reported having requirements that certified teachers enroll in continuing education courses for continued certification. Only Illinois reported that it did not. Indiana and

Michigan also reported that such an action was required for continued employment.

The typical requirement was that each teacher needed to complete a specified number of graduate credit hours, or the equivalent, each year or over a certain period of years. The most common requirement—found in Iowa, Michigan, and Ohio—was for six credit hours per year. Indiana requires 36 credit hours beyond the bachelor's degree over a five-year period. In general, three credit hours of graduate study translates into 45 to 48 actual hours of class instruction and additional time for preparation, including required readings, course papers, and other assignments. Teachers not meeting these requirements cannot get their teaching certificates or licenses renewed and, therefore, are not eligible for employment. A teacher who loses his or her certificate in this manner may be employed as a substitute teacher in Indiana and may apply for a conditional license in Iowa. Minnesota requires local district approval of continuing education credits, which may be met through college and university study. Currently, 125 clock hours must be completed every five years. New requirements are being developed and will be adopted in Minnesota in 1999. Failure to complete the requirement leads to the loss of licensure.

The experience of the states outside of the North Central Region was substantially the same. Of the states surveyed, only Nebraska, New Hampshire, and New York reported that they do not require certified teachers to enroll in continuing education courses for continued certification. New York reported having regulations to require annual professional performance review that might result in required continuing professional development. Missouri and Oregon reported that they require continuing education credit for continued employment. Although the specific requirements vary greatly among states, the norm seems to be six credit hours per year to maintain certification. Failure to meet this requirement results in the inability to renew a certificate or the invalidation of the existing certificate. Rhode Island and South Dakota provide for a special certificate to be issued until the deficiency in continuing education is remedied.

### *Financial and Time Resources for Teacher Professional Development*

One source of resources for general teacher professional development would be direct state funding for tuition and fees paid for graduate courses or professional development credits. No state in the North Central Region reported having such a program. Minnesota did report a program called Teacher of Color that supports professional development of teachers of color; $710,000 is appropriated by the state to 17 Minnesota school districts. Of the 11 states surveyed outside of the North Central Region, only Georgia and Missouri reported having direct state funding plans, and the details of those plans are not clear. In most instances, direct funding would be locally determined for graduate courses taken by teachers, payment on the salary schedule for such courses, and district professional development courses. Such local policies would be the result of local board of education policy or would be negotiated through collective bargaining.

Within the North Central Region, both Illinois and Michigan reported that the state requires local school districts to provide released time for teachers for professional development. Illinois requires 2 days per year and Michigan requires 15 days for teachers in their first three years of employment. The state has additional requirements for experienced teachers. The number of requirements are increasing each year for a five-year period. Indiana reports that six one-half days in excess of the state-required minimum number of school days may be used for teacher professional development and that one-half of each of those days may be used with students present and one-half without students. Indiana counts these days as instructional days, and they count, therefore, toward general state aid computation. Proposed legislation seeks to replace the

Indiana requirement with five state-funded professional development days per year. Illinois reported that students may not attend school on the two mandated professional development days. In Ohio, schools must be open for 182 days per year, but up to two of those days may be used for teacher professional development. Minnesota reported that all districts provide released time for professional development as part of their master collective bargaining agreements.

In the other states, Florida reports a Critical Teacher Shortage Tuition Reimbursement Program that provides $78 per semester hour for teachers who are currently employed and certified and who are preparing to teach in approved critical teacher shortage subjects. For professional development time, Florida specifies that the 16 days remaining between the 196-day teacher employment period and the 180-day student attendance requirement may be used for professional development. These days are used at district discretion. Georgia requires local districts to provide ten days per year for teacher professional development, and these are financed through the regular general state aid formula as part of the Quality Basic Education (QBE) Act. Missouri requires 174 days per year with students present, and any locally designed teacher development time is financed through the general state aid formula. Nebraska requires ten hours of teacher professional time per year as part of the school calendar. In Oregon, October 13 is traditionally Professional Development Day, but no funds are provided for local districts.

### *Conclusions About the Policy Context*

Examining the responses of the states regarding issues that make up the policy context for state funding of professional development for teachers, we identified six patterns in the policy context. First, state requirements for school districts or schools to develop professional development plans were underused as a policy mechanism for school change. When such mandates did exist, they were part of required school improvement plans. This may be due to the fact that professional development for teachers is relatively new as a major policy issue at the state level. For the most part, it historically has been left to local school districts to determine and implement professional development policies and programs with minimal state regulation.

Second, regionalization of state services was linked to a more direct state role in professional development. States with intermediate school districts or intermediate service agencies viewed teacher professional development as a function of those districts and as a service offered to local school districts and schools.

Third, state policy on ongoing teacher certification is in flux. Where professional development requirements were attached to teacher certification, the mandates were fairly traditional: typically with six credit hours of teacher-selected graduate credit required per year for certificate renewal. However, this is an area in which there was some policy action. Many states were considering changes in their teacher certification and licensure requirements, such as increasing licensure requirements, offering alternative routes to licensure, and introducing renewable licenses and requiring increased professional development requirements for continued licensure.

Fourth, alternative certification is still widely used. Most states that had professional development requirements for continued certification allowed for some kind of alternative, temporary certificate for those who do not meet the standards.

Fifth, states rarely provide special subsidies for professional development. It was uncommon for states to provide direct financial assistance to teachers for their professional development, leaving local school districts to provide such funding, if it is provided at all. Additional compensation for continuing professional development was typically provided for in teacher collective bargaining contracts. In school districts in nonbargaining states, it was provided for in a professional agreement or in school district policy.

Sixth, release days were most often built into state financial systems. Many states provide for a limited number of school district professional development days. The state does not provide additional funds for these days, but does count the professional development days as allowable days in the general state aid formula computation.

In general, states did not seem to play an active role in mandating teacher professional development or supporting it with resources. An impediment to doing this may be the overall cost of such a policy initiative. The next section of the study will examine specific state funding programs for teacher professional development.

## State Funding for Teacher Professional Development

State departments of education were asked to identify state funding programs that specifically support teacher professional development. For each program listed, the state was asked to provide the annual funding level, the proportion of the annual funding that may be used for teacher professional development, and any program requirements or limitations imposed by the state for the expenditure of these funds.

The responses to this question varied greatly from state to state in terms of the detail provided, making the data somewhat difficult to interpret in a manner that would allow for cross-state comparisons or to ascertain the total amount of state funds being used for teacher professional development. Selected examples of state programs that provide significant support for teacher professional development in the state are included in the Appendix. In general, programs that appear to provide less than $1 million each in teacher professional development statewide are not listed.

### *Conclusions About State Funding Programs*

An analysis of the state funding programs for teacher professional development both within the North Central Region and among the other states yields some tentative conclusions.

First, it is difficult to determine just how much states spend on teacher professional development in most cases. Programs that fund professional development are often combined with programs that have other functions (e.g., curriculum reform, technology, standards and assessment, preservice teacher education), and it is not clear how much is expended for professional development.

Second, there is tremendous variation among the states in the number and kinds of state-funded teacher professional development programs and in the funding levels. Even though there is an absence of comprehensive and coherent policy in professional development in most states, some states seem to have very well developed and robust funding programs, while others have almost none or none at all. A tentative conclusion would be that states that have been leaders in a number of aspects of general education reform and have more centralized state systems—such as California, Florida, and Georgia—seem more likely to have better developed state-funded programs for professional development.

Third, because of the multiple goals of many state-funded programs that include professional development, it is not clear that a great deal of state funding is directed primarily at the comprehensive and systematic professional development of teachers at the local level. Many programs seem to have school improvement or more general school reform as their primary focus. Human resource development is an important but secondary goal.

Fourth, where there are state-funded programs focused directly on teacher professional development, they are likely to be targeted on fairly narrow curricular areas such as reading, technology, Tech Prep, or early childhood education. There is less evidence that there are state-funded programs designed to address the broader issues of general curriculum development or improving teaching and learning across the curriculum in teacher professional development.

Finally, the role of regional education agencies or intermediate education service units needs further exploration. Where these agencies or units exist, they tend to have teacher professional development as a major responsibility. The funding of these agencies and units and their relationship to both state agencies and local school districts are not clear from these data.

### Federal Funds for Teacher Professional Development

This research study is focused on state funds for teacher professional development, but a number of states also reported using federal funds for that purpose. The dilemma is that a combination of federal and state funds supports many education programs, and it is difficult to separate federal and state funds and still establish any meaning for the data. This section will enumerate the major federal funding programs that some states listed as supporting teacher professional development. This list is intended to be illustrative and not exhaustive. Detailed program information is not provided.

- Improving America's Schools Act (P.L. 103-382, amends ESEA of 1965)
  - Title I: Helping Disadvantaged Children Meet High Standards
  - Title II: Dwight D. Eisenhower Professional-Development Program
  - Title III: Technology for Education
  - Title IV: Safe and Drug-Free Schools and Communities
  - Title VI: Innovative Education Program Strategies
  - Reading Excellence Act (amends Title II, ESEA of 1965)
- Goals 2000: Educate American Act
- Individuals with Disabilities Education Act (IDEA)
  - Part B
  - Part D
  - Perkins Vocational and Applied Technology Education
- Job Training Partnership Act (JTPA)
- Community and Adult Basic Education Programs of Instruction
- Technology Literacy Challenge Grant
- Comprehensive School Reform Demonstration Program

All states that provided federal funding data noted that only a portion of these funds may be used for teacher professional development. A discussion of these programs, their program requirements, and the level of funding are well beyond the scope of this study.

## Themes and Policy Questions From the Study

Reflecting on the results of the survey of the policy context and state-level funding for teacher professional development produces some themes that need further exploration and discussion and some policy questions that need to be addressed in designing and funding teacher professional development programs.

- *Who is responsible for teacher professional development?* A case can be made that the teacher should be responsible for his or her own professional development as a form of personal human capital development that enhances the teacher's own job skills and economic value in the teacher labor market. A case can also be made that the school district as the primary educational service delivery agent should determine what teacher professional development is needed and design and fund their own programs. Since education constitutionally is a state function, the case could also be made that it is the state that has ultimate responsibility for determining the need for teacher professional development and funding such programs. The question of who determines teacher professional development programs and who funds them can be separated.

These kinds of questions need to be addressed in teacher professional development policy design by state-level policymakers.

- ***What is teacher professional development?*** Is the primary purpose of teacher professional development to enhance the knowledge, skill, and disposition of the individual teacher or to enhance the overall quality of the educational system? These imply two very different approaches to teacher professional development. Is teacher professional development directed toward improving the technical knowledge and skills of teachers, or is teacher professional development designed to improve the knowledge of subject matter of the teacher, or should it serve both purposes? These questions all focus on what composes teacher quality. Some have argued that teachers need to be better technicians in the delivery of instruction; others suggest that student performance can best be improved if we view, treat, and develop teachers as intellectuals.

- ***What is the relationship between teacher professional development and certification and licensure issues?*** There would seem to be an obvious connection between the initial preparation of teachers and their continuing professional development while in service, but an analysis of the state data suggests that this is an area where additional attention can be directed. Possibly one answer is that teacher professional development has become isolated from teacher preparation, and that different goals, approaches, and policy assumptions drive each of these two efforts. Consideration might be given to a continuous and seamless set of state policies and programs that begins with the initial selection and preparation of teacher candidates and continues through the entire teaching career.

- ***Should programs of teacher professional development be fostered and funded as mandates or as incentives?*** One approach to teacher professional development would be to mandate by law some program of continuing education for teachers and provide strong sanctions for those who do not comply. Another approach would be to provide financial incentives for school districts, schools, and teachers to develop and implement programs of teacher professional development. As has been observed about mandatory teacher inservice training programs in local school districts, "You can lead a teacher to inservice, but you can't make them think."

- ***What kinds of funding mechanisms should be used to support teacher professional development?*** Various mechanisms now in use include block grants, formula grants, and competitive grants. A study is needed to determine which mechanisms achieve the desired purposes. Issues of how to integrate and coordinate state and federal funds for professional development need to be addressed. However, it may not be possible to answer funding questions until the other questions posed above are answered. Regardless of the answers to these questions, we must find ways to develop programs for teacher professional development that are comprehensive, sustained, and result in improved student performance. The Education Commission of the States, among others, has observed that there is a significant knowledge gap between what we may know to be effective in the improvement of teacher quality and what is practiced in public schools. Part of that is a chasm between what research tells us defines teacher quality and how teachers and others perceive quality.

Individual case studies of selected states may assist us in understanding how those states answered these questions and have approached the issue of teacher professional development. Further study and discussion can help us explore these questions and issues and move toward some understanding of what might compose a recommended program of teacher professional development as an instrument of state policy.

## Conclusions

In the nineteenth and early twentieth centuries, teacher professional development was funded and controlled by the states; in many instances, through teacher institutes and normal schools. States lost control of teacher professional development when the locus of teacher preparation and continuing professional education of teachers moved to the universities. In order to have a direct impact on improving teacher quality, many states are developing and implementing new state-funded programs for teacher development. This trend raises many questions for state policymakers. Foremost among these questions is How will increased state funding for teacher development lead to improved student performance? Policymakers need to ask how such an investment will translate into desired school outcomes, how these outcomes will be measured, and how much time it will take before measurable results will be available. Also, consideration needs to be given to what types of policy mechanisms will best serve these purposes. States might use authoritative policy outputs that provide mandates for directed programs or actions, or they might use associated outputs, which offer incentives, rewards, and favors for desired behavior. Some combination might also be used, but forethought needs to be given to both the intended and unintended consequences of public policy in this regard.

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# Appendix: Selected Major State Funding Programs for Teacher Professional Development

## North Central Region

### *Illinois*

*Block Grant for Professional Development.* This state program provides $20.9 million annually, which is distributed to local school districts on a formula basis and may be used for teacher professional development.

*Reading Improvement Block Grant.* The funds for this program are used to support reading programs in local school districts and may be used to train and retrain teachers in grades K-3. Annual appropriation is $83.4 million.

*Tech Prep and Connections Project.* Historically 20 to 25 percent of Tech Prep funds ($5 million in state funds) have been used for teacher professional development. The Connections Project ($175,000) funds two statewide conferences for the professional development of Tech Prep staff.

The Regional Offices of Education (intermediate units) provide teacher professional development for local school districts.

### *Indiana*

*Early Intervention/Reading Recovery.* A large portion of the $3.9 million in this program was used to foster teacher professional development. At least 30 percent of the $4.5 million for computer learning and training grants was used for professional development.

### *Iowa*

*Success 4.* About 65 percent of the $2.5 million allocated to this program may be used for professional development.

*Phase III.* About $23 million is provided annually to support teachers' professional development in conjunction with local school districts' comprehensive school improvement planning efforts and area education agencies' comprehensive accreditation plans.

*School Improvement Grant (SIG) Endorsement Initiative.* This program provides funds for professional development to reduce the number of conditionally certified special education teachers. It is a collaborative effort between the Iowa Department of Education and three state universities. Total federal and state funding is $1.2 million.

*School Improvement Technology Act.* A total of $210 million is provided over seven years to each Iowa school district for acquisition of computer technology and for professional development related to instructional technology. Each district receives a minimum guarantee of funds, with the remaining funds distributed on a per-pupil basis. Each district sets its own priorities. Funds are also provided to the 15 Area Education Agencies, which, in the state, provide a large amount of teacher professional development. Total annual funding was not provided.

### *Michigan*

Mathematics and Science Centers. About 45 percent of the $7.6 million allocation is distributed on a formula basis for professional development in these areas.

*State Discretionary Grants.* A total of $14 million is available for professional development and training in the areas of comprehensive parent services, dispute resolution, technology, performance standards for teachers, and others.

*Michigan School Readiness Program.* Michigan reports that about 5 percent of the $72 million in this program is spent on professional development.

### *Minnesota*

*School Staff Development.* The state requires that 1 percent of Basic Revenue (general state aid) be used for local school district staff development. The current funding level is not available.

*Graduation Standards Implementation.* An amount of $34 per pupil unit is allocated to school sites to prepare teachers to teach state graduation standards. An additional amount

of approximately $1 million is allocated for regional workshops for this purpose. Priorities include scoring student work, ongoing implementation, and performance assessment.

*Best Practices Network.* A regional program provides funding to train selected teachers to assist other teachers in discipline areas.

*Science and Mathematics Minnesota.* This program provides $936,000 for teacher training in curriculum development and instructional strategies in mathematics and science.

*Minnesota Learning Academy.* This program provides certificates to local districts to enable teachers to attend certified courses to increase their skills in using technology. The funding level is $50 per teacher.

*Ohio*

*Local Professional Development Block Grants.* This program provides $9.7 million annually for locally generated professional development.

*Regional Professional Development Centers.* These centers provide professional development to educators on a regional basis with annual expenditures of $6 million.

*National Certification Board.* This program, funded by the state at $1.65 million annually, pays fees for the National Certification Board and stipends for successful teachers.

*Peer Review.* These monies may be used for training of peer reviewers and program operations. Annual funding is $2.875 million.

*School Improvement Models.* About $8.9 million of this $16.5 million program is spent for professional development.

*Reading Improvement.* On an annual basis, $1.7 million is spent on professional development and teacher training for Reading Recovery and other reading projects.

*Head Start.* About $1.5 million in state funds is expended for professional development.

## Other Selected States

*California*

California reports a number of state-funded programs solely for professional development. These include:

*Senate Bill 1882 - School Site Professional Development.* Funds are spent on staff development for improving school-site planning and development. Funding level: $14.5 million.

*Senate Bill 1882 - Regional Agencies.* Funds provide regional coordination for improving professional development programs. Funding level: $3.5 million.

*California Mentor Teacher Program.* Mentor teachers receive a stipend of not less than $4,000. Funding level: $73 million.

*Beginning Teacher Support and Assessment.* This program provides support for first- and second-year teachers through a regionalized program. Funding level: $66 million.

*Bilingual Teacher Training Program.* Teachers who serve bilingual students receive specialized staff development. Funding level: $1.5 million.

*Instructional Time and Staff Development Support.* Funds are used to support staff development activities that are outside of the normal school day. Funding level: $195 million.

*Comprehensive Teacher Educational Institute.* Funds are provided for a bridging program assisting teachers in making the transition from college to the classroom. Funding level: $750 million.

*Florida*

*Florida Education Finance Program (FEFP).* FEFP, the Florida basic state aid program for local districts, by statute earmarks funds for staff development. In 1997-98, the requirement was $6.98 per FTE student. Funding level: $16 million.

*Staff Development Incentive Program.* These funds are used to support a competitive grant development program for districts. The districts use the funds to develop innovative staff development programs that occur outside the instructional day and that incorporate the criteria of effective staff development practices. Funding level: $5 million.

*Sunshine State Standards and FCAT Area Training Centers.* This program establishes six regional centers to assist districts in improving student performance through implementation of state standards and assessment. Funding level: $3.5 million.

*Literacy and Learning Models.* This program provides for the development and dissemination of research-based training programs. Funding level: $2 million.

*Educator Training-Performance Appraisal and Students Gains.* Resources are provided to train teachers in the use of student data. Funding level: $8 million.

Florida supports a number of programs that provide professional development for teachers in the area of educational technology. These include the *On-Line Telementoring Project* ($3 million), *Florida On-Line Teacher Training* ($8 million), *Laptops for Teachers* ($4 million), *Technological Research Development Authority* ($2.1 million), and the *Technology Training Center of the Miami Museum of Science* ($1.5 million).

Florida reports a total of $36.5 million in state funds for professional development.

### *Georgia*

*Professional Development Opportunities.* These funds provide for programs of professional development to address the assessed competency needs of public school personnel. Funding level: $35.3 million.

### *Idaho*

No formal programs of professional development are funded by the state.

### *Louisiana*

*8G Funding for Teacher Tuition Exemption.* Teachers receive tuition for classes in the area of their teaching field. Funding level: $2 million.

*8G Funding for Innovative Programs.* Local districts submit proposals for funding of innovative programs. Funding level: $1.4 million.

*8G Funding for Distance Learning.* This program provides for satellite delivery of teacher professional development. Funding level: $1 million, of which only $22,000 is reportedly used directly for professional development.

### *Missouri*

Missouri reports 76 state programs for professional development with a total funding level of $13.5 million. The largest of these programs are described below.

*Regional Professional Development Centers.* Regional centers develop multisector partnerships for curriculum reform and local district training needs. Funding level: $2 million.

*School Improvement Initiatives.* This program establishes Accelerated Schools Centers to provide training and technical assistance for schools beginning or using the Accelerated Schools Model. Funding level: $1.2 million.

*Missouri Assessment.* These funds are used for the professional development requirements of new state educational standards. Funding level: $1.2 million.

*Starr Project.* This project supports placing outstanding teachers at institutions of higher education to work with school districts and providing teacher training in new student assessment techniques. Funding level: $1.1 million.

### *Nebraska*

The state provides funds for Educational Service Units to offer programs in staff development, technology, and instructional materials. Funding level: $9.7 million.

*New Hampshire*

*Reading Recovery.* State funds of $50,000 are dedicated to professional development for Reading Recovery.

*New York*

*Teacher Resource and Computer Training Centers.* The state provides $20 million annually for professional development based on local needs. Policy boards govern the centers.

*Targeted Assistance Grants.* Six grants provide instructional staff development in targeted areas. Funding level: $1.5 million.

*Rhode Island*

*Student Investment Initiative.* State funds target school-level professional development in local districts. Funding level: $2.8 million.

*South Dakota*

South Dakota reports a variety of very small programs for teacher staff development for which the funding level is well under $100,000 for each. Most are in the areas of vocational and technical education and agricultural education.

*Tennessee*

Tennessee reports a number of small programs for professional development: *Tennessee Executive Development Program for Superintendents* ($150,000), *Tennessee Academy for School Leaders* ($420,000), *School Board Academy* ($275,000), and *Teacher Leadership Development* ($150,000).

*Texas*

*Centers for Professional Development.* These centers, operated by institutions of higher education, provide a variety of services for local school districts involving the integration of technology and innovative teaching practices into preservice and staff development programs. Funding level: $3.4 million, of which 35 percent is estimated to be used for professional development.

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